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Department of Planning & Zoning**

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**STAFF REPORT  
2005-2006 AREA PLANS REVIEW**

**SUPERVISOR DISTRICT(S):** Braddock

**APR ITEM(S):**05-I-13A

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**NOMINATOR(S):** Martin D. Walsh

**ACREAGE:** 11 Acres

**TAX MAP I.D. NUMBERS:** 70-2((1))10,2A,2C

**GENERAL LOCATION:** Heritage Mall located west of Heritage Dr and south of Little River Turnpike.

**PLANNING AREA(S):** I

**District(s):** Annandale

**Sector:** Ossian Hall (A10)

**Special Area(s):** N/A

**ADOPTED PLAN MAP:** Retail and Other

**ADOPTED PLAN TEXT:** No Specific Plan text. General policy guidance regarding compatible infill development.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>  
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area1/annandale.pdf>  
Pg 119-120.

**PROPOSED PLAN AMENDMENT:** Option for mixed use up to .80 FAR with 9% office, 14% retail and 77% residential (approx. 250 multi-family units).

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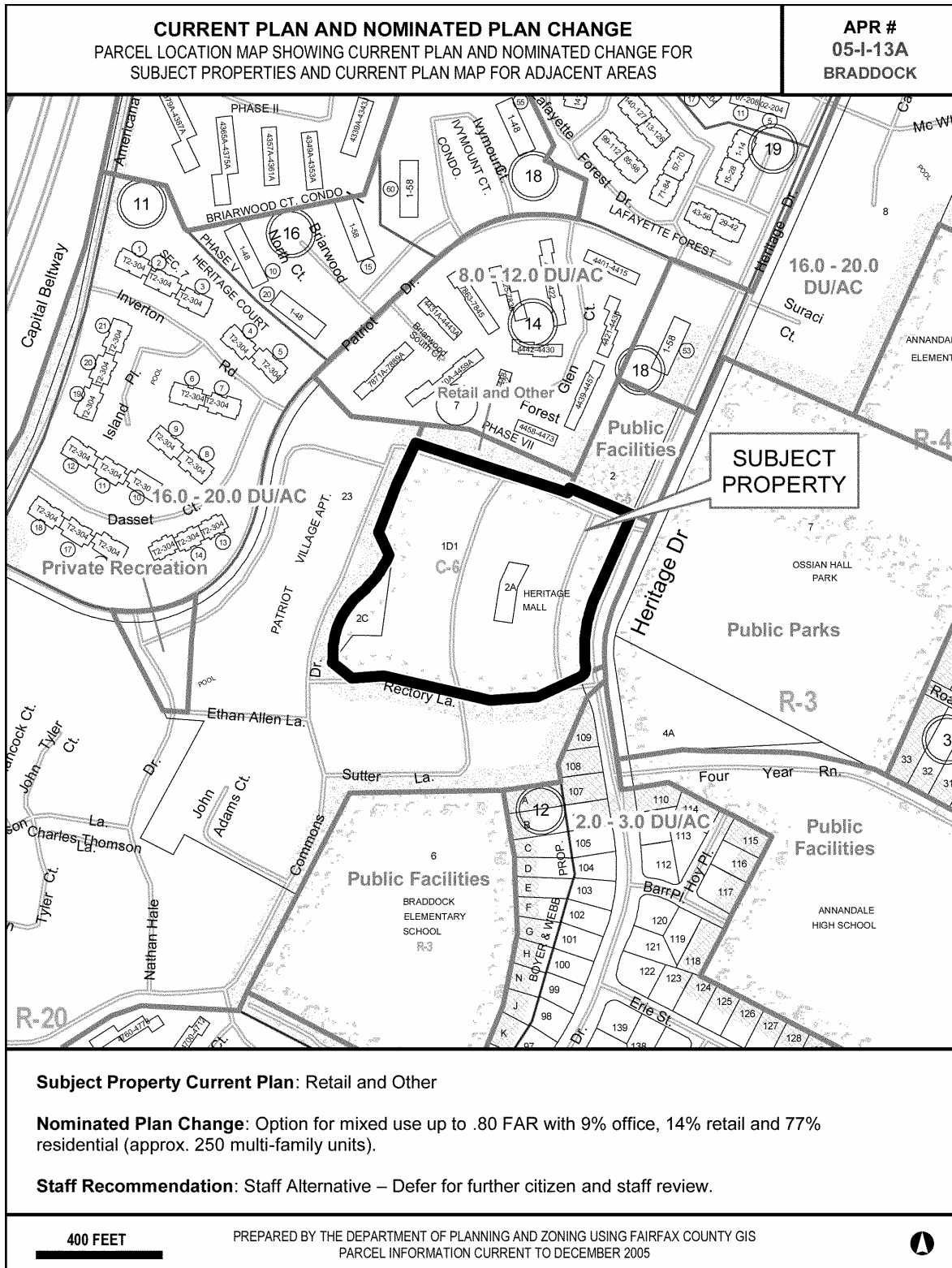
**SUMMARY OF STAFF RECOMMENDATION:**

\_\_\_\_\_ Approve Nomination as submitted  
\_\_\_X\_\_\_ Approve Staff Alternative\*  
\_\_\_\_\_ Retain Adopted Plan

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\* Staff recommends deferral of this nomination to allow additional time to evaluate the proposed redevelopment.

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## CONTEXT

**General Location:** The subject property is the site of Heritage Mall, located west of Heritage Drive and south of Little River Turnpike.

### *Planned and Existing Land Use and Zoning:*

**Subject Property:** The subject property is currently planned for retail use and is developed with retail and office uses at approximately 0.17 FAR. The current zoning is C-6.

### *Adjacent Area:*

**North:** The area to the north of the subject property is planned for 8-12 du/ac, zoned R-20 and is currently developed with multifamily use at 11.6 du/ac. The exception is parcel 70-2((01)) 2 which is planned for Public Facilities, zoned C-5 and R-20 and is currently developed with a church.

**East:** The area to the east across Heritage Drive is planned and developed with public parks and is currently zoned R-3.

**South/West:** The area to the south and west of the subject property is planned for 16-20 du/ac, zoned R-20 and developed with multifamily use at 16.9 du/ac.

## PLANNING HISTORY

No Comprehensive Plan changes were proposed for this area since 1997.

## ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan text does not provide specific guidance for the subject property. However, general policy guidance is provided as follows:

Fairfax County Comprehensive Plan, 2003 Edition, Area I, Annandale Planning District as amended through 12-6-2004, Ossian Hall Community Planning Sector (A10), Land Use Recommendations, Page 119 - 120 :

“The Middle Run Community Planning Sector is largely developed as stable residential neighborhoods. Infill development in these neighborhoods should be of a compatible use, type and intensity in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.”

The adopted Comprehensive Plan Map indicates that the subject area is planned for Retail and Other Uses.

## NOMINATED PLAN AMENDMENT

The nomination proposes to add a mixed use option up to 0.8 FAR with 9% office use, 14% retail use and 77% residential use. The nominator indicated that the residential component of this mixed use option would consist of a maximum of 250 multi-family units.

## ANALYSIS

The subject property was developed with retail uses in the 1960s and an office use was added in the 1980s. The retail uses include a grocery store which is the major tenant on the subject property. The nomination in part was prompted when the grocery store owner (Giant Food Inc.) indicated that it would not renew its lease due to the substandard size and age of the tenant space.

With the major tenant scheduled to vacate the shopping center, the owner of the subject property desires consideration of redeveloping the site with mixed use as proposed in the nomination. The proposed mixed use development would not significantly increase the current amount of retail and office square footage. However, it would add up to 250 multifamily units on the subject property.

The proposed mixed use at 0.8 FAR raises complex issues in terms of land use compatibility and impacts on traffic and area schools, which are discussed below.

**Land Use Compatibility:** As indicated in the land use table (Table 1) below, the subject property is currently developed at approximately 0.17 FAR. The current zoning allows the redevelopment of the site up to 0.4 FAR. The proposed mixed use development at 0.8 FAR is twice the intensity of the current C-6 zoning. This substantial change in development potential needs to be evaluated in terms of whether the redevelopment is warranted and, if so, can be compatible with the surrounding areas in terms of use, size and scale.

**Table 1: Existing and Potential Land Use**

	Total Floor Area (SQ.FT)	Mid-Rise Multifamily Use (SQ.FT)	Retail Use (SQ.FT)	Office Use (SQ.FT)
<b>Current Plan / Existing Development</b> (Retail and Office at 0.17 FAR)	83,579	0	61,153	22,426
<b>Zoning ( C-6)</b> (Max. FAR 0.4 with 75% retail use and 25% office use)	191,664	0	143,748	47,916
<b>Proposed Plan Option–</b> Mixed Use up to 0.8 FAR with 77% residential (approx 250 MFR units), 14 % retail use, 9% office use.	383,328	295,243	53,617	34,468

The Comprehensive Plan's Concept of Future Development indicates that the subject property is located in a Suburban Neighborhood. The Comprehensive Plan states that infill development in the Suburban Neighborhoods should protect and enhance these neighborhoods by assuring compatible relationships between uses. The maximum residential density in Suburban Neighborhoods is usually 16- 20 du/ac. However, residential developments at 30 du/ac or approximately 0.7 FAR, though unusual, are sometimes developed in Suburban Neighborhoods and occur in areas with concentrations of multifamily use.

The subject property is in a Suburban Neighborhood with a concentration of multifamily use. The area to the south and west of the subject property is developed with multifamily use at approximately 16.9 du/ac or .53 FAR which is less than the proposed intensity for the nominated area. The area to the north is developed with multifamily use at approximately 12 du/ac or .36 FAR. While a mixed use development on the subject property could serve as focal point of the community, it is not clear how the proposed intensity or even a lower intensity could be designed to ensure compatibility with the surrounding area in terms of mass and scale. More information on the proposed redevelopment is needed to demonstrate whether a substantial intensity increase can be integrated and compatible with the surrounding area.

**Transportation Impacts:** As indicated by the traffic generation table (Table 2) below, the proposed mixed use could generate significantly more daily and peak hour trips than the existing development. However, the number of trips generated by the proposed mixed use development is less than the trips generated if the subject property is developed under existing zoning. Additional development that maximizes the current zoning potential as well as the proposed mixed use redevelopment will have traffic impacts. Only a traffic impacts study could determine transportation improvements needed to mitigate the impacts of the proposed redevelopment. The information provided with this nomination does not indicate whether the proposed mixed use could mitigate its traffic impacts.

**Table 2: Comparison of the Current Plan and Nomination's Traffic Generation**

	Trips Generated		
	Daily	AM Peak Hour	PM Peak Hour
<b>Current Plan/Existing Development :</b> Retail and Office	2872	98	263
<b>Current Zoning :</b> C-6	6698	222	610
<b>Proposed Plan :</b> Mixed use at 0.8 FAR	4329	184	351

**School Impact:** As indicated by the table below, the Annandale High School and Poe Middle School are projected to have decreasing enrollment between 2006 and 2011, resulting in surplus capacity. However, the Braddock Elementary School is currently experiencing a significant capacity imbalance which is projected to remain through the 2010-11 school year as shown on the schools impacts table (Table 3). The proposed Plan option has no negative impact on the high and middle schools, but has some impact on Braddock Elementary School since the proposed development would add approximately 16 more elementary school students.

**Table 3: Comparison of the Current Plan and Nomination's impacts on the area schools.**

School Pyramid	Capacity 9/30/05	2006-2007		2010-2011		Proposed Plan Option Student Yield
		Membership	Membership/Capacity Difference*	Membership	Membership/Capacity Difference*	
Annandale High School	2350	2263	87	2134	216	7
Poe Middle School	1150	1090	60	966	184	3
Braddock Elementary School	378	627	-249	645	-267	16

*Note: \* Surplus or Deficiency in capacity projected for 2010-2011, not including proposed APR nomination.*

## RECOMMENDATION

The redevelopment of this retail center with a mix of residential, retail, and office uses could provide an improved community focal point and encourage additional revitalization of the surrounding area. Staff is generally supportive of such development but is unsure if the amount of development proposed in the nomination can be accommodated on this site. Staff recommends deferral of the proposed nomination because the issues associated with land use compatibility and mitigation of transportation impacts are complex and will require further evaluation and coordination with the nominator and surrounding community to resolve. This additional work is not possible within the time constraints of this Area Plans Review cycle.